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THE COMMONWEALTH OF MASSACHUSETTS

Mass. Department of Correction

State Office Building, Government Center

100 Cambridge Street, Boston 02202

The Honorable Governor John A. Volpe

In accordance with Chapter 124, Section 6 of
the General Laws, I submit herewith the annual
report of the Massachusetts Department of
Correction for the period ending November 30, 1968.

This report details the conditions of the
Department's Correctional Institutions and
covers a review of the following major areas:

1. Classification and Treatment
2. Institutions
3. Personnel and Training
4. Industries
5. Research
6. Legislation
7. Recommendations and Conclusions

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CLASSIFICATION AND TREATMENT

Each correctional institution has developed a set of treatment programs which focus on the educational, vocational, mental health, religious, social and recreational needs of inmates. During the past year we have attempted to expand and refine existing programs and to introduce new programs so that we might be better able to meet the needs of inmates. The major developments in our rehabilitation programs will be discussed here.

CLASSIFICATION

The classification system is the key to the success of our treatment programs. For it is through the classification process that the individual needs of each newly committed inmate are diagnosed and the appropriate treatment programs are recommended, so that the inmate will be better prepared to lead a law-abiding and constructive life when he is released to the community. In 1967 the classification system was standardized for each of our institutions. During 1968 we have been concerned with the further development and refinement of the classification system. As part of this effort, the whole process of classification was evaluated by our central office research staff. This study revealed some problems and limitations in the system as it existed, and we have been making a concerted effort to deal with these problems and improve the classification system. As an illustration, our research indicated that the average time between an inmate's commitment and his classification was almost 10 weeks. We felt that this time period was much too long and were able to deal with the problem, so that at the present time most of the inmates are classified within six weeks of their commitment. The addition of new social workers to the classification staff helped considerably in reducing the time between commitment and classification. We are continuing in our efforts to improve the classification system, since we consider it to be such a crucial component in our overall rehabilitative endeavors.

EDUCATION

A. Academic Education

One of the highlights of the past year in the educational area was a cap-and-gown graduation ceremony held at MCI, Walpole for the inmates who had achieved high school diplomas in each of our correctional institutions. Of the 120 men and women who earned diplomas during the year, 112 participated in the graduation ceremony. We felt that this graduation ceremony was important because it afforded formal recognition and reinforcement for the positive achievements of a group of people who have typically not made such achievements nor received such recognition for their constructive accomplishments.

Another impressive innovation in the context of education was the development of a comprehensive educational program designed for inmates with latent intellectual ability which has remained largely untapped due to culturally deprived backgrounds. This innovative program, which is being supported by private funds, is based on a comprehensive and integrated approach to learning, rather than on a segmented approach, whereby each subject would be taught separately and independently. The response to the program by the inmates was most enthusiastic. About 250 men at Walpole applied for the program. Fourteen were eventually accepted and are currently spending five full days a week in this educational experience. Currently underway at MCI, Concord is another privately funded educational project wherein a heterogeneous group of inmate students is enrolled in a special evening program taught by a professor from Brandeis University.

Other private resources have also been utilized to enhance the educational program. For example, Wang Laboratories has loaned eight desk-top computers to the school at MCI, Walpole. The Foxboro Company has instituted a high-powered science course at MCI, Norfolk. Dean Academy has also assisted Corrections by sending an art instructor to MCI, Norfolk. Dean has also agreed

to sponsor a Junior College Program at MCI, Norfolk, should funds become available. The Bear Wheel Alignment Co. and the National Gypsum Co. have also made vocational training programs available to inmates in our Forestry Camps. Currently, a privately funded organization, Project Second Start, is beginning a pilot electronic training program at MCI, Concord. This experiment, if successful, will be expanded to other correctional institutions.

Federal funds have also been used to improve our educational system in the past year. For example, MCI, Framingham received a Federal Grant of \$19,000 to be used for books and other materials for the institutional library. The Division of Library Extension, Massachusetts Department of Education which coordinated the foregoing program is also helping to reclassify and improve our large library at MCI, Norfolk. Adult Basic Education, a federally sponsored program for those who are functionally illiterate, has developed to the point that there are currently well over 200 inmate-students involved in this program.

In cooperation with the Massachusetts Department of Education, 271 inmates have been taking free correspondence courses during the year. In addition, we have been able to use student volunteers from local universities to broaden the scope of our educational program. For example, through the Phillips Brooks House Program approximately 35 Harvard students have offered evening courses ranging from computer programming to creative writing. These special tutorial programs have helped inmates to be enrolled in college upon release, and have even helped some inmates to win scholarships. Students from Bridgewater State College have been involved with teaching patients in the Defective Delinquent section of MCI, Bridgewater. This program is successful and the State College at Bridgewater has recently expanded it. This is good, not only because the Defective Delinquents are taught to be literate but there is also a statewide advantage, in that the teachers trained in the laboratory setting gain valuable skills that they bring to their home communities. Also, students from Williams College have developed a tutorial program for inmates at the Monroe Forestry Camp.

B. Vocational Education

As the preceding section on academic education indicates, we have had some success in developing closer relationships with outside agencies and institutions, both public and private, so that their resources could be made available to our inmates for their educational benefit. We have made similar efforts to tap resources outside the Department of Correction, in order to improve our vocational education program. For example, the Massachusetts Rehabilitation Commission, which had been providing part-time vocational counseling services to our inmates, has recently assigned two full-time vocational counselor positions to the Department of Correction. One of these positions has already been filled by a counselor who is experienced in working with public offenders. We hope that this closer liaison with the Massachusetts Rehabilitation Commission will result in expanded vocational training services for our inmates.

The Division of Employment Security, which has also provided some employment counseling for our inmates, made a significant contribution to the Department of Correction during the past year by providing in-service training to our personnel in the administration, scoring and interpretation of the General Aptitude Test Battery. This highly sophisticated test battery spotlights vocational aptitudes, capabilities and limitations. This test is currently being administered to all new commitments to MCI, Walpole, and the results of the test are very helpful in the classification process.

Two Trade Advisory Councils have been established with the cooperation of the Department of Labor and Industries, Division of Apprentice Training. A printing trade advisory council - consisting of union representatives, personnel from industries related to printing and members of the printing trade - has been set up at MCI, Walpole. The same type of advisory council has been established at MCI, Norfolk in the sheet metal trade.

Vocational training in data processing and computer programming, which was introduced at MCI, Walpole in 1967 under the auspices of the Minneapolis-

Honeywell Corporation, has continued to be a highly successful enterprise. Seven graduates of the advanced class have been writing programs for the Research Division of the Department of Education. In about two months' work, these men have written programs which would have cost the Commonwealth approximately \$2,500.00. In return for this service, the Department of Education has made computer time available to the students in the computer training program. Plans are currently being considered to expand this program to include MCI, Norfolk.

At MCI, Concord, another innovative vocational training program, Project Second Start, is in the initial stages of implementation. This project, which had its beginning in the voluntary discussion groups organized in 1967 under the leadership of the Central Middlesex Council of Churches and the institution's chaplains, is now under the formal sponsorship of Technical Development Corporation, a private agency developed to finance and coordinate this program. The goal of this project is to train selected inmates in electronics, a vocational area where there currently exists a critical labor shortage. An important aspect of Project Second Start is that it has built into it a job placement and counseling service for released inmates.

Our basic core of vocational training programs currently includes the following: oil burner repair, radio and television repair, barber training (all three of these programs lead to state licenses), sheet metal apprenticeship, upholstery apprenticeship, millworker apprenticeship, masonry, carpentry, auto mechanics, front-end alignment, auto body repair and sheet-rock application. In addition, a MDTA proposal has been submitted for a grant of \$102,555 to provide a comprehensive vocational training program for drug addicts at the Bridgewater Addiction Center. This program will include medical and psychiatric treatment, testing and counseling, as well as vocational training for the addicts.

With respect to legislation in the area of vocational education, we have proposed an amendment that would allow selected inmates confined in our

minimum security institutions -- i.e., forestry camps -- the privilege of going to instructional programs at local vocational training schools. This would provide a big boost to our forestry camp program, since the vocational training opportunities are a bit limited in some of our camps.

As this discussion of correctional education indicates, considerable progress has been made in the area of academic and vocational education. However, if we are to continue to improve the quality and broaden the scope of our programs certain problems must be considered and steps must be taken to deal with them. First, as the number of academic and vocational education programs has increased, it has become clear that we will soon need an assistant to our Supervisor of Education to help in coordinating and supervising programs and in developing in-service training for volunteer teachers and vocational instructors. Another problem revolves around the difficulty of recruiting teachers, primarily because the salary is so low. The starting salary is under \$6,000, making it extremely difficult to attract experienced teachers and vocational instructors for the ongoing educational program.

WORK RELEASE

One of the most gratifying innovations of the year was the initiation of a departmental work release program, located at MCI, Concord. The program was begun on August 19, 1968, with six inmates assigned to work in the community. A total of eighteen men has since been involved in the program, with thirteen men participating as of November 15, 1968. Three other men have been released and two have been removed from the program. The total gross earnings of all assigned inmates for the first three months of the program was \$9,128.50. It is interesting to note that the men have sent home \$1,052.57 for the support of their families. This represents 27% of their income after deductions for taxes, room and board, and other expenses.

Participation in the work release program also provides inmates with

the financial resources that will be helpful upon release in terms of making the difficult transition from institutional life to life in the outside community. However, it would be a mistake to evaluate the worth of work release strictly from a monetary point of view. Other advantages of the work release program are: (a) it breaks down the inmate's sense of total isolation from the outside community; (b) it allows the inmate to experience a gradual reintroduction to society; (c) it enhances his feelings of self-worth and dignity, since he can contribute to the support of his family; (d) it places the offender in a job he may retain upon release; (e) it helps the parole authorities to determine the inmate's readiness for parole.

We have submitted legislation which would make a greater number of inmates eligible for consideration for work release. A recent study of all commitments to MCI, Walpole in 1967 revealed that approximately two out of three inmates would be ineligible for work release because of the offense for which they had been committed. The proposed legislation would make some of these types of offenders eligible for consideration for work release. This would broaden the base from which we select men for work release and help us to choose the most appropriate men for the program.

We have some evidence that selected offenders vs. person, who are currently ineligible for work release because of their offense, would be good candidates for work release. In a recent study of the Fernald School Project it was found that offenders vs. person were particularly good candidates for this program. As the Fernald School Program has developed, the proportion of offenders vs. person in the program has increased, indicating their successful participation in the program. As of October 1, 1968, 79% of the Fernald Program participants were offenders vs. person.

The Fernald School Program is similar to the Work Release Program, inasmuch as inmates from the MCI, Concord Farm leave the institution daily to

work with the most difficult patients in the back wards at the Fernald School. This program started in February 1968, with eight inmates assigned to the Fernald School Monday through Friday. Currently, two groups of eight inmates each work seven days a week at the Fernald School. A number of participants in this program have taken jobs at the Fernald School upon release. We have submitted legislation that would allow inmates who participate in this program to be paid wages similar to other employees doing the same difficult and necessary work. They certainly deserve it.

MENTAL HEALTH

Our mental health program continues to effectively operate as a joint enterprise of our Department and the Division of Legal Medicine of the Department of Mental Health. There are mental health units in each of our institutions which offer inmates the opportunity to become involved in ongoing individual and/or group psychotherapy. In addition, these units provide a number of other services for the institutions. For example, every newly committed inmate receives a thorough mental health evaluation for classification purposes. Also, the mental health staff provides consultation, psychological testing, emergency counseling in crisis situations, as well as a unique training opportunity for professionals in the field of mental health.

At a recent Conference on the Administration of Criminal Justice and Community Mental Health, sponsored by the National Institute of Mental Health, one of our research staff presented a paper entitled, "An Evaluation of the Effectiveness of Psychotherapy with Inmates in a Maximum Security Correctional Institution." This paper, based on research on the mental health program at MCI, Walpole, revealed that psychotherapy is very effective in reducing recidivism with some types of inmates, but not so effective with others. This information has been useful to the classification committees in their efforts to formulate the most appropriate rehabilitation program for each newly committed inmate.

Recruitment of professional mental health personnel has become a severe problem for us because of low salaries. We hope that we will be able to bring our salaries up to the point where they will be competitive with other agencies.

RECREATION

Recreational programs provide a wide range of leisure time activities for inmates and patients. They are also helpful in terms of teaching inmates how to use their spare time in a socially acceptable and a personally enjoyable way. At least one full-time recreation officer is on duty at each of our institutions, organizing and coordinating leisure-time activities. Activities include sports and games, arts and crafts, debating, dramatics, music, a variety of clubs - e.g., Great Books, Golden Agers, chess, stamp collecting, etc. - and many forms of entertainment. In many of these programs, a sound social basis is created through the work of outside volunteer groups. We are especially thankful this year to the Boston Park and Recreation Department for their very helpful cooperation.

We are still faced with a lack of sufficient funds for leisure-time programs, and this places a serious limitation on our recreational endeavors.

CITIZEN PARTICIPATION IN THE CORRECTIONAL PROCESS

The Department is very much aware of the value of citizen participation in its correctional programs. The inmate benefits, in that his feeling of isolation from the community is reduced through socializing with citizens of diverse social backgrounds. Likewise, the citizen benefits through increased awareness of the penal system and, more specifically, is provided an opportunity to know and understand more clearly the public offender. The reintegration of the inmate into law-abiding society is a necessary part of the penological process, and the Department views citizen participation in this process as a definite aid in accomplishing this end.

There are various programs presently operating in the institutions which bring citizens within the confines of the walls. One of the largest, in terms

of the number of people it attracts, is the Fellowship Program at Norfolk. This program functions under the guidance of the Protestant Chaplain at that Institution. There are a good number of church related groups connected with the Fellowship which alternate in visiting the institution during the week for discussion with the inmate members of the organization. In addition, these church people meet with inmates once they are released, often giving support in finding jobs and housing, and providing moral support during the difficult period of readjustment following incarceration. A report which will be published soon by the Department indicates the Fellowship organization is effective in helping reduce further criminal activity among its members.

The Voluntarism program at Walpole operates in a manner similar to the Norfolk Fellowship program. The Protestant Chaplain at Walpole has arranged to bring professional people from industry, the arts and the social sciences into the institution for open discussion with the inmates, in an attempt to help these men in solving some of the problems that led them to criminal activity.

The Catholic Chaplain at Walpole has initiated a Christian Action Program wherein Catholic laymen come to the institution once a week for general discussion. These discussions range from the faith these people share in common to matters that are of interest on a professional, business or occupational level.

The Concord institution has two organizations that provide citizen support for the inmate both while he is in prison and after his release. The first is the Self Development Group, which is patterned after Alcoholics Anonymous in that the central membership is composed of inmates or ex-inmates only. Members join and attend meetings while confined at Concord and continue their membership, generally in the Boston area, once they are released. The organization has an impressive list of professional advisers and resources in the community that facilitate the ex-inmate's adjustment to life outside the prison.

The second program, called the Big Brother Program, is run by 20 students

from the Harvard Law School. These students, as the name implies, act as "big brothers" to men confined at Concord, offering them advice and assistance both in prison and after they have been released.

The women at Framingham benefit from involvement with the Massachusetts Council of Churches. As part of this program, members of the Wesley Methodist Church provide a monthly birthday party for the women at the Institution. In addition, a group known as the Friendly Visitors of Framingham undertake many projects in cooperation with the Institution which brings outsiders into close contact with the inmates while at the same time helping to raise funds for projects in the Institution and for the women's Half-Way House. The main support for this House comes through the efforts of another group called the Friends of Framingham which, among other fund-raising projects, runs the annual fair at the Institution,

The inmate Junior Chamber of Commerce, formed at the Warwick Forestry Camp in 1967, is presently in full swing. This group, in conjunction with a local J.C. chapter, has undertaken a number of public service projects: they have recorded tapes as part of a project to combat juvenile delinquency, conducted blood drives and presently are helping to organize the Christmas Seal Campaign for a large part of western Massachusetts.

Citizen participation at Bridgewater takes the form of a volunteer rehabilitation program in which professional people from the community and students from Barrington College, Southeastern Massachusetts Technological Institute and Bridgewater State College work with defective delinquents in an effort to enable them to make satisfactory social adjustments once they are released.

Short-range plans of the Department call for placing all citizen participation programs under the guidance of the Directors of Treatment at each of the major institutions. The purpose of this would be to enable a central person in each of these institutions to coordinate all of the treatment programs. The

second immediate objective is to provide citizens who come into the institutions with a formal program, introducing them to the rules, regulations, philosophy and goals of the Department.

Long-range plans call for the development of a Director of Volunteer Services position which would be filled by a person responsible for initiating, coordinating, scheduling and evaluating the various volunteer programs at the institutions. The Department values these programs and presently is attempting to develop and coordinate them so that they provide maximum benefit to the inmate.

INSTITUTIONS

This section will focus on our efforts to improve the physical aspects of the correctional institutions. A major concern in this context has been the Departmental Segregation Unit at MCI, Walpole. This facility was established in 1955 to house the most difficult behavioral problems in the correctional system -- i.e., those men whose behavior has been seriously detrimental to the rehabilitative programs, has endangered their own lives as well as the lives of others, and has generated a large amount of tension within the institutions. It should be emphasized that only a small number of inmates fall into this "incurable" category. In fact, at present less than two per cent of the inmate population is confined in the Departmental Segregation Unit. We have been careful not to let this facility become a lock-up or punishment section, and have used it sparingly for the segregation of the most difficult inmates.

The following changes have been made in the last year, or are anticipated in the immediate future:

(1) Steel chairs properly reinforced have been secured to the walls and floors in all sixty cells. Prior to this installation there were no chairs in this unit and inmates were required to use their beds as chairs while confined to the cells.

(2) All toilets and washbowls have been welded and bolted properly in position and it is now almost impossible for rebellious inmates to damage or destroy them.

(3) Two soundproof cells were installed to aid in maintaining discipline and the glass windows in six security cell doors were replaced with metal.

(4) A new chain link exercise area was constructed adjacent to this building which now makes it possible to exercise six inmates at a time in the fresh air, instead of one, and still maintain good security and safety precautions.

(5) In the near future, protective steel grill coverings for all light fixtures in the cells will be installed. The grills are presently being designed and manufactured at MCI, Norfolk. This new fixture will eliminate the possibility of inmates breaking electric bulbs and glass inserts, and using the debris to impose self-inflicted wounds and possible assaults on personnel or other inmates.

Although this unit, through its very existence, has been extremely helpful in maintaining discipline and tranquillity in all our institutions, it is far from being the answer to our problems because of the disadvantage of its location (within the walls of Walpole) and the lack of proper security, treatment and recreational facilities.

Therefore, it is my recommendation that in the immediate future a new unit of approximately 60 to 80 cells, with the proper custodial and treatment requirements, be constructed at either Concord or Bridgewater to house these extremely difficult cases. It appears that this is the opportune time, from a point of view of economy, to build this unit as it could be worked into our present plans of construction quite readily at either Bridgewater or Concord.

The present D.S.U. at Walpole could then be used as a badly needed additional cell block or receiving station to relieve the overcrowding at that institution.

In addition to the improvements in the D.S.U., funds have been appropriated for security changes involving the following projects at MCI, Walpole which are expected to be completed during this fiscal year.

1. A new power generator is to be installed. The need for this was indicated by the blackout of 1965.
2. Perimeter security high tension wires on wall must be replaced as soon as possible. New system must include adequate alarm system which will locate and indicate immediately any breach of security in the out-of-bounds area.
3. Present perimeter security wires no longer function properly, due to age. Present system installed over 30 years ago. Need indicated by the escape of lifer Robert Dellelo over wall during month of September.

It is a pleasure to report that during the past year, under the provisions of the New England Interstate Corrections Compact, we have transferred twelve inmates to other New England states and have received seventeen inmates in return. This Compact has been extremely helpful to all New England states from a point of view of security and in the development of programs of training, treatment and rehabilitation of the offender with the most economical use of resources available. It has also been used to transfer inmates to their home states to facilitate family visiting and to prepare for adjustment in the community when a parole or discharge date is imminent.

All states have experienced considerable success with the operation of the Compact since its inception, and we in Massachusetts are looking forward to a more expanded use of it in the future. Since its beginning, Massachusetts has transferred approximately forty men and women to other states and has received about the same number in return.

It now appears that, due to the success of the Compact from a point of view of economy alone, the states of Maine and Rhode Island will in the near future close their correctional institutions for women and transfer the inmates to MCI, Framingham. If this move takes place, it will not only reduce the over-all operating cost in Maine and Rhode Island but will reduce our per capita cost at Framingham.

During the past year, due to the urging and recommendation of Commissioner Gavin and the wisdom of the Legislature, a law was passed enabling the Commissioner of Correction to transfer selected inmates to Federal institutions when deemed necessary. This bill will be extremely helpful in maintaining discipline, particularly at MCI, Walpole, and protecting the lives of those inmates whose testimony has been extremely helpful to state officials in solving very serious crimes that have taken place, not only in the community, but in our correctional institutions.

PERSONNEL AND TRAINING

The In-Service Training Program at the Officer's Training Academy included one Basic Course for new officers, nine Refresher Courses for retraining purposes, one Administration and Supervisory Course, and a new training program for the Forestry Camps. Techniques taught at the Southern Illinois University Center for Crime, Delinquency and Correction at Carbondale, Illinois were utilized in many of the lectures. Curriculum changes emphasized not only security and control, but also a better understanding of the inmate himself. Intensified In-Service Training at all of the four major state correctional institutions was tendered some 936 custodial and non-custodial personnel, with scheduled classroom lectures on correctional subjects. The training of personnel during calendar year 1968 was as follows:

MCI, Walpole	41
MCI, Norfolk	103
MCI, Bridgewater	146
MCI, Concord	<u>646</u>
Total trained	936

In an attempt to illustrate that many correctional personnel take part in further training, it is interesting to note that over 300 men have been enrolled, at their own expense in the Northeastern University six-year evening course leading to a Bachelor of Science Degree in Correctional Practices.

This year a new program was begun, designed to aid County Sheriffs in the training of correctional personnel in the Houses of Correction and Jails. The Training Academy Staff visited nine county institutions, where it delivered lectures and conducted discussions on various aspects of correctional procedures. Since this proved extremely helpful to the personnel involved, additional training sessions were held at the Training Academy itself.

Training personnel were sent to the following universities and colleges for further instruction in correctional subjects: Northeastern University, Southern Illinois University; FBI Weapons School, Wakefield, Mass.; Red Cross Instructors School, Boston; Smith & Wesson Company Tear Gas Seminar, Springfield, Mass.; Mass. State Police Academy; Boston Fire Department Training Academy and National Police Seminar, Boston, Mass.

A sizable program of training of clinical personnel is conducted in conjunction with the Department of Mental Health, Division of Legal Medicine. This includes training of graduate students in Social Work, Doctoral Candidates, in clinical and counseling psychology and psychiatric residents.

INDUSTRIES

The industrial survey conducted by personnel of the American Correctional Association was submitted to the Department in February of this year. In the report there were a total of 27 recommendations for change or improvement which covered four general areas: changes and improvements in industrial production, recommendations for better utilization of industrial personnel, changes in the inmate work program and suggestions for improved inmate training programs. Many of these recommendations have been undergoing continuing study by Department personnel. Some of the recommendations would have to be implemented through legislative action, and, therefore, require intensive investigation before legislation is proposed.

Some of the recommendations have already been acted upon: inmate wages have been increased to 25, 35 or 50 cents a day depending on the work being performed; an industrial survey has been completed which details and codes each inmate job; the Industries at Framingham have been relocated to facilitate production; a study of industrial space utilization has been completed and the number and scope of inmate training programs have been expanded. The survey is a useful guide in improving the Department's industrial operations and it is likely that the legislation that the Department proposes will reflect recommendations for improvement made in this report.

Total sales for industrial products during fiscal year 1968 amounted to \$1,170,065 for the four institutions having industries. This figure excludes work done at the Forestry Camps for the Department of Natural Resources and the maintenance work performed at all the institutions by inmate labor.

The installation of new equipment in the Plate Shop at Walpole has been completed and this facility has been producing the new reflectorized number plates since June of this year.

The greatest need in the industries at the present time is money for replacement of worn and obsolete equipment. Some of the industrial equipment used at Walpole was well used when it was moved to that institution in 1955 and even that equipment which was new at the time has undergone normal deterioration through use and needs to be repaired or replaced. Much of the equipment in the industries of the other institutions is in a similar state. Production cannot be maintained, let alone improved, if funds are not available to repair or replace the equipment we have at present.

We would also recommend that the Governor appoint an advisory committee to the Department - consisting of representatives from industry and from unions - to help as in formulating policies and developing programs relating to our industries in the institutions. With the help of such an advisory committee we could up-date our industrial equipment and make sure that our inmates are learning skills that are relevant to the current labor market.

APPENDIX A

PROGRESS OF CAPITAL OUTLAY PROGRAM

During the calendar year of 1968 the following Capital Outlay Appropriations were made for the fiscal year 1969:

M.C.I., Bridgewater \$2,679,000.

For the construction of a new boiler plant associated utility systems for the new state hospital to be constructed and necessary connections to the existing boiler plant.

M.C.I., Norfolk 163,000.

For certain improvements to the water supply system, including construction of a seven hundred thousand gallon storage tank.

M.C.I., Plymouth 62,000.

For preparation of plans and construction of an addition to the existing dormitory including renovations of the existing sanitary facilities, furnishings and equipment.

In 1968 Designers were appointed and began work on the plans for the following projects at M.C.I., Bridgewater:

Sewage Disposal System, plans and construction	310,000.
Storm Water Drainage, plans and construction	215,000.
Boiler plant, plans	176,000.
New Hospital Buildings, plans	340,000.
Water Supply, plans and construction	667,000.

Designers were appointed to make a \$25,000 study at M.C.I., Norfolk on how to bring certain buildings and utilities up to modern day standards.

At M.C.I., Walpole a study was begun on enlarging the Industrial Building.

Progress is being made on Stage II of the Replacement of the Main Group of Buildings at M.C.I., Concord. The institution has use and occupancy of the kitchen building and storehouse and the unit for housing inmates is nearing completion.

Working plans for Stage III of M.C.I., Concord have been completed. Under the provisions of Chapter 682 of the Acts of 1967 and amount of \$4,565,000 was appropriated for this stage.

RESEARCH

During the past year we have been devoting an increasing amount of attention to research, based on the principle that research and evaluation are essential aspects of the overall correctional enterprise. A major goal of our research is to provide empirical data on various correctional issues in order to better understand the incarcerated offender and the impact of the system developed to deal with him. The results of this type of research will provide a solid basis for the formulation of policies, the development of new programs, and the modification and elaboration of on-going programs.

We have been fortunate in our attempts to focus more attention on research in that two researchers have been added to our staff. One of these research analysts is filling a Division of Legal Medicine position and is concerned primarily with the evaluation of treatment programs. The other research analyst is filling one of our own positions. In addition, we have received significant help from work-study students both through the Commonwealth Service Corps' Public Internship Program and through the Northeastern University Cooperative Education Program.

A major focus of our research efforts this year has been on the classification program. Three studies have been completed on this program. One was a statistical analysis, which provided data on the length of time it takes for a newly committed inmate to be classified and the number of cases presented to the classification committee each week in relation to the number of weekly commitments. Another study was concerned with the extent to which the recommendations of the classification committee were actually implemented. The third study, based on interviews with a sample of inmates, presented data on the inmates' perception of the classification system. Each of these studies revealed some limitations in the classification program and suggested means for improving

it. Much has already been done to refine the classification system based on the findings of these studies.

Two long-range studies were completed this year. One of these - a study on trends in the length of time incarcerated - revealed a general decline in the length of time served over the period from 1945 - 1966. When the ten most common offenses were analyzed separately, it was found that, for each offense, inmates served less time in the ten year period, 1957-66, than they did in the previous decade. This finding has implications for the planning of correctional programs.

The other long-range study was a detailed analysis of all persons committed to the Department of Correction for murder in the period, 1943-1966. This study included a comparison of convicted murderers and other offenders in background factors, criminal history, institutional behavior, and recidivism.

When compared to other offenders on background factors, convicted murderers were much more likely to be male, to be widowed (due to a substantial proportion who were committed for murdering their spouses), to be higher in occupational status, and to have fewer symptoms of problem drinking or drug abuse. No significant differences were found in regard to age, race, education, and military service data. In terms of criminal history, convicted murderers had much less serious records than other offenders. For example, they were significantly older at the time of their first arrest, and they had significantly fewer prior arrests and prior incarcerations. Finally, the data on recidivism revealed that convicted murderers had a significantly lower recidivism rate (10.3%) than other offenders (59.5%).

In addition to our evaluation of the classification program, three other evaluative studies were carried out this year: one was on the Self-Development Group at MCI-Concord; another was on the Special Narcotic Addiction Program at MCI-Walpole; and the third was concerned with the Fellowship Program at MCI-Norfolk.

There are some major needs with respect to research which must be met if our research efforts are to become as meaningful as possible. The first is the need for statistical clerks or research assistants for each institution and for the central office. With the addition of these, a three stage data collecting process could be established. In the first stage a detailed set of background information could be recorded on each inmate at the time of his commitment. A second set of data would be gathered at the time of his release. This would focus on his institutional experiences and behavior. Finally, a third set of data would concentrate on his community adjustment. With these kinds of information we would be able to perform really meaningful evaluative research to discover the relative effectiveness of rehabilitative programs, and with what types of inmates the various programs have the greatest impact. Since we are spending a good bit of money on various treatment programs, the need to evaluate their impact cannot be emphasized too strongly. The development of a really meaningful evaluative research system will depend, to a large extent, on the acquisition of statistical clerks who will be at the source of the data and will be able to forward the data to the central office for analysis.

We are also interested in transferring the responsibility for collecting and publishing arrest reports to the Massachusetts State Police and in transferring the responsibility for collecting and publishing court dispositions to the Massachusetts Board of Probation. These are really the appropriate agencies for handling these statistics. This would free a significant amount of our staff time to work on research issues that are of more crucial concern to our own Department.

LEGISLATION

The following Bills have been submitted to the Governor's office and will be presented to the Legislature for their upcoming 1969 session. A brief explanation of each Bill is included for your consideration and support. Please note that the Bills are not presented in order of priority.

1. AN ACT Providing For Vocational Education Of Prison Camp Inmates

Currently our camps have the least amount of programs for schooling and vocational training, due to their isolated locations. However, local schools have offered us their facilities evenings, provided we have appropriate authority to take these men to such schools. As our camp inmates are our most minimum security persons, it would be most helpful if we could set up courses for them in their leisure hours to expedite their training for return to an open community.

2. AN ACT Permitting Certain Selective Inmates to Be Authorized To Address
Civic Organizations For The Purpose Of Civic Interest In Relation
To Preventing Crime and Juvenile Delinquency

The purpose of this Bill is to permit our inmates who have shown interest in combatting juvenile delinquency, are articulate, and can be selected for this work on the basis of attitude, security risk, etc., to appear before groups of teenagers, schools, etc. Authority is needed for such a project. We already have a project which is helping teenagers at our Norfolk institution, counseling youth from courts, projects, deprived areas, etc., preventing them from continuing a course which will inevitably lead to prison. States like Tennessee, Texas, Colorado, Iowa, and many others have already initiated such programs with a great deal of success. We need a strong push for enactment of this Bill.

3. AN ACT Amending The Law To Provide For Hospital Treatment of Sexually
Dangerous Persons And To Permit Persons Held For Trial Or

Sentence, Defective Delinquents And Sexually Dangerous Persons
To Receive Medical Treatment at Physicians' Offices Outside
The Institution

Due to the type of commitment to our Sexually Dangerous Persons center, we are, on occasion, pushed to provide appropriate medical care in cases of emergencies and specialized medical problems. This Bill would permit us the flexibility necessary to care properly for this type of offender.

4. AN ACT Providing For Attendance At Funerals, And Visits To Sick Spouses,
Etc., By Inmates Of Penal Institutions Regulated; Viewing Remains

We have experienced on many occasions the problem of granting an inmate raised by foster parents, neighbors, or other than immediate family the right to go to the wake or funeral, or to visit a dying person closer to him than family. This Bill will broaden the authority now vested by law to permit of more humane treatment of these requests.

5. AN ACT Providing For Hospital Treatment Of Persons Held In Prison

With the advent of medical facilities other than large hospitals and the need for specialized fittings of prosthetics, glass eyes, etc., it is necessary to broaden the authority to move men for these purposes. At times, also, it is necessary to take men and women to well-equipped local doctors' offices for immediate treatment, and this Bill is designed to give appropriate authority.

6. AN ACT Providing For The Eligibility Of Certain Inmates For Day Work
Outside The State Prison And The Massachusetts Correctional
Institution, Concord.

This Bill is requesting the removal of further restrictions from the Work Release Law to permit of more selectivity than is currently possible.

Currently, about 35% of our total population comes under the provisions of the Work Release Law, and after selectivity by classification committees less than 10% are considered worthy of this selection. Keeping those crimes which are most abhorrent to the public, we are asking deletions of eight additional categories of crime which will permit us to more fully utilize this newer concept of good habilitation. We urge strong support of this measure.

7. AN ACT Providing For The Payment Of Wages To Certain Inmates Employed
In Certain State Hospitals

Currently, we have about twenty inmates working at the Walter E. Fernald School doing maintenance, cleaning, porter work and attendant work in the most retarded section of the hospital. We nor Mental Health have no authority to pay these men for their excellent work, despite the fact that huge blocks of vacancies are in existence in the attendant bracket and money to pay them is also available. To encourage this most humane work and to be able to provide sufficient help for these retardates in our mental hospitals, this Bill should be passed and your support is sought in accomplishing this aim.

8. AN ACT Providing For The Appointment Of School Teachers In The Department
Of Correction

This is a Bill to provide Corrections with the teacher tenure laws used by cities, towns, and all other State departments that hire teachers. Because of teacher certification regulations, it is difficult to hire the right teacher through Civil Service Lists. The customary type of teacher hiring has been recommended by the Massachusetts Department of Education in a review last year and in a study made in 1957.

9. AN ACT To Change The Name Of The Training School For Officers In The
Department Of Correction

It is felt the change in name of our training school will assist us in becoming eligible for federal funds for further improvements and implementation of good training programs.

10. AN ACT To Provide For A Change In The Salary Range Of Deputy Commissioners
In The Department Of Correction

This has been put in for several years with no success. We are in immediate need of appropriate salaries for our Deputy Commissioners, in order to retain qualified men and to recruit replacements as the need arises.

11. AN ACT To Abolish The Department For Defective Delinquents

This Bill will abolish the current remaining group of Defective Delinquents in our Bridgewater institution and permit of their being cared for under the Mental Retardate category, as are several newer commitments so sentenced by the Courts of the Commonwealth.

12. AN ACT To Provide For A Change In The Salary Range Of The
Commissioner Of Correction

With the current manpower shortage in Correction at the management and administrative levels, it is imperative that the salary of the Commissioner be upgraded. A more realistic figure is \$26,000 to \$28,000, as is current in Connecticut. The \$23,000 listed is the figure arrived at if the regular raises given all state employees in the past three years were given to current salaries of the Commissioner of Correction. Serious problems of recruitment to this office will arise when incumbent leaves position unless a sizable adjustment is made.

13. AN ACT Providing For The Eligibility Of Certain Prisoners Sentenced To
Life To Be Permitted To Serve Part Of Their Sentence At A Prison Camp.

This Bill will permit certain lifers to be eligible for the Forestry

Camps. This will enable us to fill specialized inmate positions at the camps.

14. AN ACT Providing For The Eligibility Of Certain Sex Offenses To Serve
Part Of Their Sentence At A Prison Camp

We are requesting reduction of the crimes restricting authority for certain type of inmates to go to our forestry camps. We feel the sections mentioned, with good screening, will provide more candidates who offer no threat to the public and could benefit by a camp program.

15. AN ACT Providing For The Housing Of Inmates On Day Work

This Bill will permit us to have separate facilities under the same roof as minimum type offenders for a greater flexibility of programs for our Work Release men. Until such time as special facilities are available, this change in the law is a must for good operations.

RECOMMENDATIONS AND CONCLUSIONS

1. The Department feels it has made great strides in the areas of Education as noted in the report by the number of inmates who have qualified and are being qualified for High School Equivalency certificates. We are grateful to the Massachusetts Department of Education, the Massachusetts Rehabilitation Commissioner, The Bear Wheel Alignment Company, New England Fuel Institute, National Gypsum, Wang Laboratories, Harvard University, and other agencies who have assisted us greatly in this endeavor. The cooperation from companies such as the Minneapolis Hunnewell, the Foxboro Company and other private citizens in establishing computer programs, college preparation programs, etc., is most heartening. In particular Mrs. Babette Spiegel's most inovative College preparation course is probably the most unique program of its type in the country.
2. We are strongly recommending that the Governor appoint a top notch committee from Labor and Industries to survey our Industrial Report on the Massachusetts Correctional Industries and to give us their expertize in implementing some widespread changes in this area to make our industries more meaningful while updating the skills of inmates who are processed through our industries. Some of the preparation has been completed in this area with a job coding and evaluation of skills, semi-skills, etc.
3. We note that our Classification process is now operating in all of our institutions and while slow to get underway has had a good base laid for future use in determining what is best for the inmates coming to our institutions. As all types of staff become more oriented to the need for good classification, the total programming of our correctional system will be more meaningful and attain top validity.

In the areas of treatment this group of professionals are doing a fine

job and have been responsible for great improvement in attitudes and ability of disturbed inmates to function more reasonably and effectively. With the lack of recognition in appropriate salary increments we are hard put to keep our staff intact against the inroads of other agencies both Governmental and Private who offer higher stipends for similar work.

4. We recommend that every effort be made at the State level to provide monies for encouraging an upgrading of educational background for every area of staff including the line personnel. We can no longer enjoy the hiatus of having the inmate population more educated than the personnel they are supervised by. We are therefore recommending that the same type of educational encouragement offered in such Departments of State as Health, Education and Welfare and more recently on the Federal level to Law Enforcement agencies be extended to Correctional personnel. This will necessitate the provision for excess quota positions to fill behind those who qualify for educational leaves, etc.
5. Under our long range plans we are recommending funding by the Legislature of a Corrections Community Center to be located in the Boston Area of the Commonwealth. This center in our opinion properly constructed and staffed will have tremendous effect on the reduction of recidivism and other failures of our releasees. Briefly, this unit would provide services for the man about to be released on parole or discharge from our institutions. It would provide counselling and other services for the man on parole or outright discharge who is in need of shelter, counselling, guidance, etc., to meet a crisis that might otherwise return him to one of our institutions.

Statistics throughout the country indicate that the first three to six months of a man's return from a correctional institution to the community are the most difficult for his adjustment to the honest life. The Correctional

Community Center staffed by competent and experienced people will serve the goal of helping the man who might become a further menace to the society he is in to get him over the crises and keep him honestly employed and prudently living in society. Tied in with our new Classification system at the institution level, the Work Release program, as well as our enormously improved citizen participation programs, the Correctional Community Center will serve as the needed link between the strict confinement of the institutions and the relative freedom of the outside community.

6. For years we have been trying to run a recreational program on very limited funds. Such limited funds have come for the major part from canteen funds, supplemented on occasion by donations of equipment no longer used by colleges and schools in the areas of our institutions. Due to increased prices of canteen items and increased costs of equipment we find our current resources much too limited for the programs offered. We are strongly recommending that some procedure be developed within the budgetary process to earmark specific sums at our institutions for recreational support. These are meaningful programs that accomplish much in restoring the physical fitness of men coming to our institutions and encourages them to participate upon release in healthful ways in their leisure time rather than the old time ways of hanging around corners and barrooms and getting into further difficulties. We sincerely urge that such attention be given to this long standing problem.
7. We again note the inconsistency of poor salaries to our Deputy Commissioners while other classified state employees have been receiving over the last five years approximately twenty-six percent raises, with another proposed for the upcoming legislative year. It is of utmost importance that every measure possible be made to set a realistic salary for Deputy Commissioners with some change in grading to permit of any additional raises voted for all state

employees commensurate with the basic salaries of the Deputy Commissioners. The other alternative is the complete dissemination by resignations of the entire upper echelon of the Department of Correction and with them will go most of our professional help in the Treatment area. A loss that will not easily be compensated for in the foreseeable future.

In conclusion we feel we have made giant strides in many areas but that there is much that is constructive and needed to be accomplished in both our short range goals and long range goals.

Respectfully submitted,

John A. Gavin
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Commissioner of Correction